

2011 Realignment*

DESCRIPTION:

This section provides a summary of the 2011 Realigned programs, estimated caseloads, expenditures for programs and services, histories of rate changes, references to related information in this binder, and links to other resources available on CDSS' website.

In June 2011, statute realigned state funding to the counties through the established 2011 LRF Protective Services Subaccount within the Support Services Account for the following programs: AAP, Agency Adoptions, Fed-GAP, FC, CWS, CAPIT, and APS. The CalWORKs information associated with 2011 Realignment is available in the CalWORKs Funding Subaccounts premise.

The LRF was created in the State Treasury to receive all revenues, less refunds, derived from the taxes described in Government Code sections 6051.15 and 6201.15. Revenues may be allocated to the fund pursuant to Revenue and Taxation Code sections 11001.5 and 11005, as well as other moneys that may be specifically appropriated to the fund.

The 2011 Realignment statute requires CDSS to annually report to the appropriate fiscal and policy committees of the Legislature. In addition, CDSS is required to publicly post a summary of outcome and expenditure data that allows for monitoring of changes over time that may have occurred as a result of 2011 Realignment on the child welfare system. The report can be found on the [Realignment section of CDSS' website](#).

An overview of AAP, FC, CWS, and Agency Adoptions is provided under the "Program History" tab in this binder. Descriptions for each of the realigned premises from the 2011 May Revision, which includes the full description, key data assumptions, methodologies, and funding for the FY 2011-12 realigned programs are available on the [2011 May Revision Realigned Premises section of CDSS' website](#).

IMPLEMENTATION DATE:

The base year for 2011 Realignment funding is FY 2011-12.

SUMMARY OF REALIGNED PROGRAMS:

AAP

- The AAP provides financial support to families adopting a child with special needs. Children eligible for AAP benefits have one of the following characteristics that are barriers to adoption: mental, physical, medical, or emotional handicap; ethnic background, race, color, or language; over three years of age; member of a sibling group to be adopted by one family; or adverse parental background (e.g., drug addiction, mental illness).

FC Program

- Foster Family Homes
 - Foster family homes provide 24-hour care and supervision in a family environment for children who cannot live in their own homes.
 - The placements have a capacity of six or less.
 - The foster family homes are licensed by the state, county CCL agencies, or are approved homes of relatives or non-related legal guardians.

* Please refer to the first tab titled "[Acronyms](#)" for a full description of acronyms.

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SUMMARY OF REALIGNED PROGRAMS (CONTINUED):

- Foster Family Homes (continued)
 - The realigned foster family home reimbursement rates range from \$734 to \$917 per month based on the age of the child in placement. A SCI may be paid to a foster family home in addition to the basic rate on behalf of any AFDC-FC child requiring specialized care because of health and/or behavioral problems. A clothing allowance may also be paid by counties in addition to the basic rate.
- Foster Family Agencies
 - Foster family agencies are non-profit agencies licensed to recruit, certify, train, and support foster parents for children needing placement.
 - The foster family agencies primarily serve children who would otherwise require group home care.
 - The realigned foster family agency treatment rates include a basic rate similar to the foster family home rate, a set increment for the special needs of the child, an increment for social work activities, and an increment for administration, which includes recruitment and training. Reimbursement rates range from \$1,835 to \$2,118 per month based on the age of the child in placement. Reimbursement rates for foster family agencies with an Intensive Treatment FC program range from \$4,345 to \$5,892 per month based on the level of services provided to the child.
- Group Homes
 - Group homes are private nonprofit, non-detention facilities providing services in a group setting to children in need of higher level care and supervision.
 - These homes are the most restrictive out-of-home placement for children in FC, providing an option for children with significant emotional or behavioral problems who would otherwise require more restrictive environments.
 - The realigned group home reimbursement rates range from \$2,551 to \$10,810 per month depending on the level of services provided based on rate classification levels 1 through 14.

CWS Program

- The CWS program provides services to children who have been abused, neglected, or exploited and is comprised of the five components listed below:
 - The ER assessment is the initial intake service provided in response to reported allegations of child abuse, neglect, or exploitation that is determined, based upon an evaluation of risk, to be inappropriate for an in-person investigation.
 - The ER services provides an in-person response, when required, to reports of child abuse, neglect, or exploitation for the purpose of investigation and to determine the necessity for providing initial intake services and crisis intervention to maintain the child safely in his/her home or to protect the safety of the child.

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SUMMARY OF REALIGNED PROGRAMS (CONTINUED):

CWS Program (continued)

- The FM is designed to provide time-limited protective services to the child and family in their own home to prevent or remedy abuse, neglect, or exploitation for the purpose of preventing separation of children from their families. The CWDs are responsible for determining the specific service needs of the child and family aimed at sustaining the child in the home.
- The FR is designed to provide time-limited protective services to prevent or remedy abuse, neglect, or exploitation when the child cannot safely remain at home. The CWDs are responsible for determining the specific service needs of the child and/or family aimed at reunifying the child with the family.
- The PP is designed to provide an alternative permanent family structure for children who because of abuse, neglect, or exploitation cannot safely remain at home and who are unlikely to ever return home. The CWDs are responsible for determining the appropriate permanent goal for the child and facilitating the implementation of that goal. These goals are defined as guardianship, adoption, or long-term placement.
- The RFA program was established to develop a comprehensive family approval process for foster care and adoption. This process replaces and unifies the previously separate processes for licensing foster family homes, approving relatives and non-related extended family members, and approving adoptive families.

Agency Adoptions Program

- The Adoptions program is comprised of both Agency (Relinquishment) and Independent Adoptions Programs; however, only Agency Adoptions were realigned.
- Funding is provided for adoption placements through a licensed adoption agency for children who have been relinquished by their parent(s) and/or the parental rights have been terminated by a court action due to abuse or neglect.

CAPIT Program

- The CAPIT program was established to fund prevention and intervention services for children at risk of abuse and/or neglect. The funds are used for community-based public and private agencies to provide services to high-risk children and families and provide training to funded agencies. The funds are also used as match for the federal CBCAP and CAPTA grants.
- The federal CAPTA of 1974 (PL 93-247) provides federal grant funds to states used to target statewide improvements that include expanding risk and safety assessments and assessing families' needs for services. The Act consists of two parts: Title I, General Program, and Title II, the CBCAP Program. It is used to strengthen linkages between CWS, public health, mental health, and developmental disabilities agencies to screen children ages zero to five years who have come to the attention of child protective services and are in need of early intervention services.

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SUMMARY OF REALIGNED PROGRAMS (CONTINUED):

CAPIT Program (continued)

- Funds are also used to enhance the capacity of family resource centers and family support programs to provide services to strengthen families, and to provide training on the assessment and developmental interventions for high-risk, medically fragile newborns.
- With the passage of 2011 Realignment statutes, counties are no longer required to contract for services and may now use the realigned CAPIT funds in-house to provide direct services (such as home visiting, counseling, etc.) to the target population as long as federal match requirements (for county LRF dollars) continue to be met. These funds are managed by the CDSS' OCAP.

APS Program

- The APS program provides assistance to elderly and dependent adults who are functionally impaired, unable to meet their own needs, or are victims of abuse, neglect, or exploitation.
- Under the APS program, counties are required to respond to reports of abuse of elderly and dependent adults on a 24-hour ER basis, complete investigation and needs assessments, and provide case management services.
- In addition, the APS program is required to provide necessary tangible resources such as food, emergency shelter care, in-home protection, transportation, and the use of multidisciplinary teams.

Title IV-E California Well-Being Project

- The Title IV-E California Well-Being Project (Project) allows counties to use capped federal Title IV-E funds in a more flexible manner to place more emphasis on child and family well-being.
- On March 31, 2006, the federal DHHS approved the Project for Alameda and Los Angeles Counties for the period of FY 2007-08 through FY 2011-12, with bridge extensions through September 30, 2014.
- On September 29, 2014, the federal DHHS approved a Project extension and expansion for the period FFY 2015 through FFY 2019, with additional participating counties.
- The counties that continued under the extension are referred to as Cohort One counties, and include Alameda and Los Angeles Counties.
- The additional counties that joined under the expansion are referred to as Cohort Two counties, and include Sacramento, San Diego, San Francisco, Santa Clara, and Sonoma Counties.
- Butte County, originally part of Cohort Two, has opted-out of the Project effective July 1, 2017.
- Lake County, originally part of Cohort Two, has opted-out of the Project effective October 1, 2017.

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KEY DATA/ASSUMPTIONS:

- Authorizing statute: Family Code sections 8506, 8509, 8513, 8515, 8521, 8524, 8530, 8600.5, 8608, 8619, 8620, 8621, 8700-8705, 8707-8710, 8712, 8713, 8715, 8716, 8717, 8720, 8730, 8732, 8733, 8735, and 9205; Health and Safety Code sections 1502, 1505, and 1559.110; Government Code sections 29553, 30025 through 30029, 30061, 30070, 6051.15, and 6201.15; Penal Code sections 1465.8 and 13821; Revenue and Taxation Code sections 6051.15, 6201.15, 11001.5, and 11005; W&IC sections 293, 294, 305.6, 358.1, 361, 361.5, 366.21, 366.22, 366.24, 366.25, 366.26, 366.3, 450, 727.3, 727.31, 1954, 10101, 10101.2, 10103, 10104, 10553.1, 10601.2, 10605, 10606.2, 10609.3, 10609.4, 10609.9, 10823, 11214, 11215, 11400, 11402, 11402.6, 11403, 11461, 11462.05, 11463, 11466.23, 11467, 11469, 13754, 13757, 15200, 15204.9, 16002, 16100, 16101, 16105, 16118, 16119, 16120, 16120.1, 16121.05, 16122, 15204.25, 16123, 16133, 16135, 16500, 16501, 16508, 16516.5, 16519.5, 16522, 16522.1, 16522.2, 16522.5, 16525.10, 16525.25, 16605, 17601.20, 17600, 17600.10, 17601.20, 18220.1, 17600.15, 17601.20, 17601.25, 17602.1, 18220, 18220.1, 18250, 18254, 18255, 18257, 18358.30, 18960, 18961, 18962, and 18987.7.
- Caseload trends for AAP, FC, and CWS are shown under the "Caseload" tab in this binder.
- The LRF funding is solely for specified realigned programs.
- The LRF for the children and adult programs mentioned above, representing the state revenues that shifted to the counties under realignment, is displayed in the county column in the "2011 Realignment/Program Cost" lines in the Detail Tables in this binder. The federal, county, and reimbursement funding shares are incorporated into the "2011 Realignment/Program Cost" table lines.
- The LRF value has been held to the 2011 Realignment base from FY 2011-12, while the federal, county, and reimbursement funding reflects updated assumptions.
- The Expenditures section below displays the LRF, county, and federal funding shares, including the break-out of the federal funds by federal fund type.
- The age-based rate structure for out-of-home placements will be replaced by the Home-Based Family Care rate structure. The new rates include a LOC rate system for foster family homes, foster family agencies, and a Short-Term Residential Treatment Center rate for group homes. County welfare and probation departments are responsible for continuing to invest their foster care LRF funds into the new rates and use the county reinvestments for other CCR activities. For more information, please see the "Continuum of Care Reform" Estimate Methodology.

AAP

- Authorizing statute: W&IC sections 16115 through 16123.
- The AAP benefit is limited to the age-related foster family home basic rate for which the child would otherwise be eligible. Additionally, the grant cost for a child entering AAP on or after January 1, 2010, is held at the level provided at entry, and no increases are provided based on an increase in age.

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KEY DATA/ASSUMPTIONS (CONTINUED):

FC Program

- Authorizing statute: W&IC sections 11461 through 11463 and 18358.3.
- Federal and non-federal average grant computations utilize caseload and expenditure data reported by the counties on the CA 237 AFDC-FC Caseload Movement and Expenditures Report and the CA 800 FC Summary of Report Expenditures.
- The foster family home, foster family agency, group home, and AAP grants reflected separately below combine the average federal and non-federal amounts.
- The foster family home, foster family agency, and group home grants reflects the cost for non-Project counties. The AAP grant reflects 58-county costs.

	Base Year FY 2011-12	2019-20 Governor's Budget FY 2018-19	2019-20 Governor's Budget FY 2019-20
Foster Family Homes	\$905.40	\$1,074.63	\$1,120.09
Foster Family Agencies	1,642.66	2,322.76	2,421.01
Group Homes	7,259.46	9,272.18	9,664.39
AAP	842.54	1,071.66	1,116.99

- The group home rate increased overall by 32 percent beginning December 14, 2009, with CNI COLA increases every July thereafter.
- The foster family home rate increased by 31 percent beginning May 1, 2011, with CNI COLA increases every July thereafter.
- The AAP rate for prospective cases increased by 31 percent beginning May 1, 2011, and for prospective and current AAP cases, with CNI COLA increases every July thereafter.
- The basic rate component of the foster family agency rate increased by 31 percent beginning July 1, 2012, with CNI COLA increases every July thereafter.
- The grants are based on the non-Project estimate. The grants for the base FY was based on the 56-county estimate.
- The following table reflects the 58-county FC and AAP budgeted caseload forecast by placement type. Since the January 1, 2017, implementation of CCR, the FC caseload projections are held to pre-CCR levels until further data can be analyzed due to the CCR impacts.

	Base Year FY 2011-12	2019-20 Governor's Budget FY 2018-19	2019-20 Governor's Budget FY 2019-20
Foster Family Homes	23,446	23,268	23,268
Foster Family Agencies	15,378	12,735	12,735
Group Homes	7,033	5,527	5,527
Total FC Caseload	45,857	41,530	41,530
AAP Caseload	86,393	87,073	87,709

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KEY DATA/ASSUMPTIONS (CONTINUED):

FC Program (continued)

- The Expenditures table for the FC program reflect the costs for the non-Project counties.

CWS Program

- Authorizing statute: W&IC sections 16500 and 11461(e)(4)(B).
- The following table reflects the 58-county caseload components of the CWS program: ER Assessment, ER, FM, FR, and PP.

	Base Year FY 2011-12	2019-20 Governor's Budget FY 2018-19	2019-20 Governor's Budget FY 2019-20
ER Assessment	16,162	23,551	24,386
ER	39,896	39,823	39,682
FM	23,257	18,103	17,095
FR	21,644	20,938	20,393
PP	35,474	34,499	34,733
Total CWS Caseload	136,433	136,914	136,289

- Authorizing statute: W&IC section 16519.5, Health and Safety Code section 1517.
- The RFAs are completed by county caseworkers and foster family agencies, and replace the existing licensing processes.

Agency Adoptions Program

- Authorizing statute: W&IC sections 16100 through 16106.
- Adoptions funding is comprised of adoptions administration costs and State Operations Agency Adoptions costs. State Operations Agency Adoptions costs are not included in CDSS' Local Assistance budget, but are included in the 2011 Realignment base funding.

CAPIT Program

- Authorizing statute: W&IC sections 18960 through 18965.
- The CAPIT funding level is based on the OCAP spending plan in FY 2011-12.

APS Program

- Authorizing statute: W&IC sections 13004 through 13007 as related to the County Services Block Grant; commencing with W&IC section 15600 as related to the Elder Abuse and Dependent Adult Civil Protection Act.

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KEY DATA/ASSUMPTIONS (CONTINUED):

Title IV-E California Well-Being Project

- Authorizing statutes: The Project waives Social Security Act sections 472 (a) related to eligibility, 474 (a)(1) related to claiming, and 474 (a)(3)(E) and 45 CFR 1356.60(c)(3) related to services.
- There are seven Project counties in FY 2018-19 and the first quarter of FY 2019-20.
- The Project will sunset on September 30, 2019.
- The federal funds are capped for Cohort One using FFY 2003-2005 federal expenditures and for Cohort Two using FFY 2008-2012 federal expenditures as the base. Cohort One and Cohort Two have an assistance growth factor based on the annual CNI and an administrative growth factor based on a three-year moving average in expenditures for each year.
- The FY 2018-19 estimate assumes the assistance expenditures are \$311.0 million federal funds and \$384.0 million non-federal funds. The administrative expenditures are \$485.0 million federal funds and \$614.0 million non-federal funds.
- The FY 2019-20 estimate assumes the assistance expenditures are \$97.2 million federal funds and \$96.0 million non-federal funds. The administrative expenditures are \$152.2 million federal funds and \$153.5 million non-federal funds.
- The CDSS requested and was approved an amendment to the federal terms and conditions with respect to providing supplemental assistance and administration funding of \$21.4 million for prior periods related to the new Title IV-E eligible activities. Since these activities started after the establishment of the Cohort Two federal base, they are not included in 2011 Realignment.

METHODOLOGY:

The program expenditures were developed using updated caseloads, grants, and expenditures. For more information on specific methodologies, refer to the Estimate Methodologies section of the 2011 May Revision binder.

FUNDING:

Federal, county, and reimbursement share of costs/savings have been determined using the same funding ratios applied prior to 2011 Realignment. The LRF is held to the FY 2011-12 Realignment base.

For children's programs, federal funds include Title IV-B, Title IV-E, Title XIX, Title XX, and TANF. The FFP is 50 percent for both assistance and administrative expenditures and 75 percent for training expenditures. The percent of federally eligible administrative costs is 65 percent in FY 2018-19 and FY 2019-20 for the non-Project estimates. The percent of federally eligible administrative costs is 61 percent in FY 2018-19 and FY 2019-20 for the 58-county estimates.

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FUNDING (CONTINUED):

For adult programs, federal funds are solely Title XIX. The FFP is based on a 75 percent enhanced FMAP for health-related activities performed by SPMP and 50 percent FMAP for health-related activities performed by non-SPMP.

For more information on specific sharing ratios, refer to the Estimate Methodologies section of the 2011 May Revision binder.

CURRENT YEAR CHANGE FROM APPROPRIATION:

The net decrease in FC Grant reflects a decline in the projected Fed-GAP and FC caseloads, offset by an increase in the average Fed-GAP and FC grants.

The increase in AAP reflects growth in the projected caseload.

The decrease in FC administration reflects a decline in the projected Fed-GAP and FC caseload.

There is no change in CWS, Adoptions, and OCAP administration, and the Title IV-E Project funding.

The increase in APS administration reflects updated expenditures.

REASON FOR YEAR-TO-YEAR CHANGE:

The FC Grant increase reflects the sunset of the Title IV-E Well-Being Project, growth in the projected Fed-GAP caseload, growth in the average Fed-GAP and FC grants, and the grants increasing by the FY 2019-20 CNI COLA.

The AAP increase reflects a growth in the projected caseload and the grant increasing by the FY 2019-20 CNI COLA.

The FC administration increase reflects growth in the projected Fed-GAP caseload, and additional administration funds due to the sunset of the Title IV-E Well-Being Project, offset by a decline in the projected FC caseload.

The increase in CWS administration reflects the sunset of the Title IV-E Well-Being Project and a revised methodology based on actual expenditures, offset by a reduction in the projected CWS caseload.

The Adoptions administration decrease reflects a decline in overall expenditures.

There is no change in OCAP administration and APS administration.

The decrease in the Title IV-E Project funding reflects the sunset of the Project.

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EXPENDITURES:

(in 000s)

FY 2018-19	Total	Title IV-E	Title IV-B	Title XIX	Title XX	TANF	LRF	County
Item 101 – FC Grant	\$905,193	\$276,293	\$0	\$0	\$21,905	\$65,905	\$175,420	\$365,670
Extended FC Additional Base Funding ¹	53,887	0	0	0	0	0	53,887	0
Item 101 – AAP Grant	1,015,778	496,407	0	0	0	0	381,791	137,580
Item 141 – FC Administration	49,263	26,160	0	0	0	0	19,472	3,631
Item 151 – CWS Administration	1,426,013	315,441	30,553	165,827	164,052	258,574	340,738	150,828
Item 151 – Adoptions Administration	123,806	59,007	0	0	0	0	64,366	433
State Operations Agency Adoptions ²	6,039	0	0	0	0	0	6,039	0
Item 151 – OCAP Administration	13,395	0	0	0	0	0	13,395	0
Item 151 – APS Administration	237,089	0	0	129,271	0	0	55,042	52,776
Item 153 – Title IV-E Project	1,793,995	730,752	0	0	65,268	0	566,017	431,958
Total Funds	\$5,624,458	\$1,904,060	\$30,553	\$295,098	\$251,225	\$324,479	\$1,676,167	\$1,142,876

¹ SB 1020 increased the Protective Services Subaccount funding base for the After 18 Program by \$53.9 million over three FYs; for additional information, refer to CFL NO. 12/13-16. The additional base funding is not included in CDSS' Local Assistance Budget, but included in the 2011 Realignment total.

² State Operations Agency Adoptions costs are not included in CDSS' Local Assistance Budget, but included in the 2011 Realignment total.

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EXPENDITURES (CONTINUED):

(in 000s)

FY 2019-20	Total	Title IV-E	Title IV-B	Title XIX	Title XX	TANF	LRF	County
Item 101 – FC Grant	\$1,492,176	\$407,130	\$0	\$0	\$44,308	\$68,694	\$337,156	\$634,888
Extended FC Additional Base Funding ¹	53,887	0	0	0	0	0	53,887	0
Item 101 – AAP Grant	1,047,078	519,490	0	0	0	0	381,791	145,797
Item 141 – FC Administration	79,729	39,670	0	0	0	0	34,938	5,121
Item 151 – CWS Administration	1,973,158	482,948	29,161	149,212	190,599	258,574	588,049	274,615
Item 151 – Adoptions Administration	121,247	56,448	0	0	0	0	64,366	433
State Operations Agency Adoptions ²	6,039	0	0	0	0	0	6,039	0
Item 151 – OCAP Administration	13,395	0	0	0	0	0	13,395	0
Item 151 – APS Administration	237,089	0	0	129,271	0	0	55,042	52,776
Item 153 – Title IV-E Project	498,828	233,017	0	0	16,317	0	141,504	107,990
Total Funds	\$5,522,626	\$1,738,703	\$29,161	\$278,483	\$251,224	\$327,268	\$1,676,167	\$1,221,620

¹ SB 1020 increased the Protective Services Subaccount funding base for the After 18 Program by \$53.9 million over three FYs; for additional information, refer to CFL NO. 12/13-16. The additional base funding is not included in CDSS' Local Assistance Budget, but included in the 2011 Realignment total.

² State Operations Agency Adoptions costs are not included in CDSS' Local Assistance Budget, but included in the 2011 Realignment total.

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